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ABSTRACT

Tanzanians feel that their educational system, inherited from the colonial past was mainly serving the interests of the elite and inducing in them attitudes of superiority and of disdain for manual occupations and skills. Tanzania's new educational policy demands that the educational effort be directed at the needs of the society, the nation and of the majority of the pupils: that the school be integrated with the community; and that it also identify itself with current national struggles. Furthermore, the policy requires that values such as cooperation, respect for human dignity and equality be inculcated in the students; and that education be integrated with production-that is, schools should be economic, as well as educational communities. Evaluation is regarded as an integral part of curriculum development, particularly at Tanzania's current stage of development when the philosophy, the concept, the purpose; and the content of education is radically different from the previous system. The results of evaluation are essential to determining the effectiveness of (1) instructional materials and methods in achieving specified objectives; (2) teacher education programs; (3) integrating school and community; (4) integrating education and production; and (5) assessing the impact of educational programs on popular attitudes toward education and social policy. (MV)

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THE PLACE OF EVALUATION IN THE TANZANIAN SYSTEM OF EDUCATION

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A contribution to the IIEP Seminar on "The evaluation of the qualitative aspects of education"
30 September - 4 October 1974

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THE PLACE OF EVALUATION IN THE EDUCATION SYSTEM OF TANZANIA

1. INTRODUCTION

"It is now clearly time for us to think seriously about this question: 'What is the educational system in Tanzania intended to do? - What is its purpose?"

Education for Self-Reliance
by Mwalimu J.K. Nyerere

Education for Self-Reliance - policy statement issued by Mwalimu Julius K. Nyerere in 1967 can be regarded as a historic turning point in Tanzania's educational history. It is in reality an "essay" on the true meaning and purpose of education in its application to the needs of Tanzania. The system inherited from the colonial past was mainly serving the interests of the elite or the small minority privileged to enter the secondary schools or the University and other institutions of higher learning and was inducing in them attitudes of superiority and of disdain for manual occupations and skills. The bookish, academic-oriental education divorced from the real life alienated the small minority from the masses and in this way creating social classes and erecting class barriers. The majority of those completing the primary school (approximately 90 % of the primary school leavers) were left with a sense of failure and frustration. The inherited system which induced social values that were individualistic, competitive and elitist became now a wasteful and damaging 'anachronism' in a society moving towards the goals of socialism, cooperation and equality.

The new educational policy demands that the educational effort should be directed at the needs of the society, the nation and of the majority of the pupils ; it demands that the school should be integrated with the community and that it should also identify itself with the current national struggles. Furthermore the policy requires that the correct and appropriate values and attitudes such as cooperation, respect for human dignity and equality be inculcated in the students, and that education should be integrated with production - schools should be economic communities as well as educational communities. For while schools practice Self-Reliance, the pupils will learn new skills and knowledge relevant to their future life, and will adopt a realistic attitude towards getting their hands dirty by physical labour and will learn by doing, will also learn the relevance of

the scientific principles they are taught in the classrooms. Education must also ensure that the educated regard themselves as an integral part of the nation and that they recognize the responsibility to give greater service the greater the opportunity they had.

1.2 A nationwide learning system

Tanzania's overall policy attaches great significance to providing learning to all its citizens as part of the life-long education. Education is kike a hill and a person gets a better vision as he climbs higher. All Tanzanians are urged to continue climbing the hill of knowledge.

"Just as working is a part of education, so learning is a necessary part of working ... But learning must become an integral part of working and people must learn as and where they work ..... It is therefore essential that work places became places of education as well as of work ..... If we are to make real progress in adult 'education', it is essential that we should stop trying to divide-up life into sections, one of which is for education and another, longer, one of which is for work with occasional time off for 'courses'. In a country dedicated to change we must accept that education and working are both parts of living and should continue from birth until we die".

Tanzania Ten Years After Independence -
Report by the President of TANU,
Mwalimu Julius K. Nyerere

Great emphasis which is given to adult education by the Party and Government is based upon the conviction that national development in all its aspects depends upon the intelligent and informed cooperation of the existing adult education. While introducing the First Five Year Plan in 1965, Mwalimu Nyerere said that "the purpose of Government expenditure on education in the coming years must be to equip Tanganyikans with the skills and the knowledge which is needed if the development of this country is to be achieved. First we must educate adults. Our children will not have an impact on our economic development for five, ten and even twenty years. The attitudes of the adults ..... on the other hand, have an impact now. The people must understand the plans for the development of this country ; they must be able to participate in the changes that are necessary ; only if they are willing and able to do this will this plan succeed ...."

Certain major developments deserve mention here.

Firstly, the UNDP/UNESCO Work-Oriented Adult Literacy Pilot Project (WOALPP), was launched in September, 1967 and located within the four-lake Regions of Mwanza, Mara, Shinyanga and West Lake. The main purpose of the project was to assist the government of Tanzania in organizing and implementing a functional literacy project closely linked with vocational training in the field of agriculture. It was believed that illiteracy presents a bottleneck in the spreading of agricultural innovation and social change.

Secondly, 1970 was declared Adult Education Year. In the New Year Speech, the President stated that Tanzania with its firm policy of promoting equality, social development, and economic growth could not wait for Universal primary education to eradicate illiteracy but must give as much attention to adult education as to ordinary schooling. Mobilization drives were launched and literacy classes established all over the country. The major aims of the functional literacy drive were stated as:

(i) to shake people out of their resignation to the kind of life Tanzania people have lived for centuries in the past

(ii) to provide people with skills necessary to bring about change in the environment

(iii) to foster nationwide understanding of the policies of socialism and self-reliance.

At the end of the year, 1970, the enrolment had reached 325,000.

Thirdly, in 1971 six districts were declared the target of complete eradiction of illiteracy by 9th December, 1971 (the day Tanzania was to celebrate the 10th Anniversary of Independence). The campaign was a tremendous success. At the end of 1971 the enrolment was over 96 % of all the illiterates in four of the six districts. In the remaining two districts, the percentage of illiterates enrolled was 89% and 23.3%.

The fourth step in the literacy campaign was the decision of the 15th TANU Bi-annual Conference in September, 1971 to eradicate illiteracy from the whole country by 1975. This decision has the implication that an estimated total population of 5.2 million illiterates has to be reached during the 1972-1975 period.

The fifth step was the initiation of a number of programmes to support or enhance the nationwide campaign. These programmes include adult education programmes organised for all workers at their places of Work. In the rural areas community education centres and other centres which serve as learning

centres for both children and adults have been established. At these centres an array of learning services - adult literacy, agriculture crafts, health, nutrition, etc. are provided.

1.3 Administration and Organisation

A very elaborate administrative structure has been set up so as to provide the machinery for planning, implementation and supervision. Starting from the national level down to the school or centre there are:

National Advisory Committee on Education,
Regional Adult Education Committee,
District Adult Education Committee,
Divisional Adult Education Committee,
Ward Adult Education Committee,
School Committee.

At all levels, the committees on adult education include a broad spectrum of representatives of authorities, bodies and institutions such as TANU, TYL, NUTA, Agriculture, Health, etc.

Major responsibilities of the committees are to initiate, plan and organize adult education programmes, to maintain good attendance, to ensure that teachers are recruited and materials are supplied. A trained Education Officer in adult education is responsible for all adult education activities in the division, district and region. To achieve the desired coordination and communication, a division of adult education headed by the Director of Adult Education has been established within the Ministry of National Education. The division has the following sections:

(i) Design and Coordination,
(ii) Functional Literacy,
(iii) Workers' Education,
(iv) Inspection and Evaluation.

The Institute of Adult Education is playing a major role in the promotion of adult education through research, publications, training, seminars, organisation of mass campaigns in health, etc. and in coordinating and initiating evaluation projects. The major responsibility of evaluation falls on the Research and Planning Department of the Institute.

2. THE SIGNIFICANCE OF EVALUATION IN THE EDUCATIONAL SYSTEME OF TANZANIA

Evaluation in education is recognized as an important tool in decision-making and is being given great prominence in the planning process. The information obtained from an evaluation exercise is invaluable in

assessing the degree of success or failure in achieving the aims or objectives. This kind of feedback is essential in determining whether a project or programme requires any revision, improvement, modification.

One of the great assets for the Tanzanian evaluation of adult education is the existence of well-defined and consistent taxonomy of national goals and educational objectives. Broken down into instructional objectives, they give the following three categories of objectives:

(1) Functional literacy

(2) Economic activities (farming, domestic science, health) including also the social aspects of working together and mutual assistance.

(3) Political education and leadership training including also the national cultural heritage and traditions.

The main variables therefore to be assessed include:

(1) Reading, writing and arithmetic

(2) Attitude to literacy held by the participants,

(3) Economic activities generated by the campaign,

(4) Political education including such crucial components as self-reliance, political awareness and equality

(5) Opinions held by the local people.

Evaluation is regarded as an integral part of curriculum development. This is very crucial, particularly at this stage of development when the philosophy, the concept, the purpose and the content of education is radically different from the outgoing system before adopting the new policy of Education for Self-Reliance. It is recognized that curriculum developers, teachers, students/pupils, parents, the evaluators and indeed the whole society must in one way orthe other be involved in the evaluation of the educational system.

The four major tasks of curriculum developers have been specified as follows:

(1) to draw up syllabuses or to examine the existing syllabuses so as to ensure that the curriculum reflects Tanzania's needs;

(2) to prepare books, materials etc. which will accompany the syllabuses;

(3) to assist in the orientation of teachers through seminars, conferences, courses, etc.;

(4) to evaluate the programmes.

In the implementation of education for self-reliance there are a number of issues which are of significance to decision-makers, planners and others involved in education. For example:

- How effective are the learning materials, methods in achieving the objectives?
- Are the objectives of teacher education being attained?
- How best can the school be integrated with the community?
- How successful has it been in integrating education with production?
- The problem of school's traditional isolation from the community and the widespread 'failure' of parents to understand what education is and how it should be conducted - a study of teachers', students' and parent perception of the meaning of education for self-reliance.
- Diversification of secondary education in Tanzania.

3. CERTAIN EXPERIENCES IN EDUCATIONAL EVALUATION

In this section, I propose to describe very briefly some experiences which Tanzania has in evaluating 'non-formal' and 'formal' educational projects or programmes.

3.1 The UNDP/UNESCO Work Oriented Adult Literacy Pilot Project

This pilot project undertaken since 1969 by the Government of Tanzania in collaboration with UNDP/UNESCO in the Lake regions of West Lake, Mwanza, Shinyanga and Mara employed, on a pilot basis, the functional approach to imparting literacy. It must be stressed that the functional literacy campaign is essentially a socio-economic development project; the basic aim of which is to change the socio-economic behaviour of the participants and increase their political and cultural awareness through the medium of dunctional literacy.

Some of the benefits of this new approach over the traditional approach to literacy include the relevance of their studies to their daily lives and their environment ; the practical application of what they learn through reading and writing to improved or modern farming techniques, etc. Since banana and rice growing, fishing and cattle-rearing are the main economic activities in these areas, the primers written are centred on these activities.

The evaluation has been built into the project. The Evaluation Unit established within the project is responsible for this evaluation. The instruments for evaluation employed in the pilot project are questionnaires, checklists, interviews, pretests and post-tests which cover a variety of study skills and techniques.

Although certain factors such as late start, lack of time, manpower constraint adversely affected the evaluation of this project, yet an experimental scientific approach has been devised and put into operation. Preliminary findings have revealed that there has been a very positive response among learners to the programme. Also positive changes in living behaviour, acquisition of technical information on questions concerning farming, health and nutrition, changes in attitudes towards education and economic improvement have been observed. The formulation of the evaluation and research opens possibilities for further studies and research.

This pilot project has provided very valuable data, experience, guidance and orientation which is being utilised in the planning, organizing, conducting and evaluating the nationwide campaign of functional literacy. Mention of this will be made at a later stage.

3.2 The Mass Campaigns

A more recent and effective strategy employed by the Institute of Adult Education has been through mass campaigns. These campaigns are aimed at mass mobilization by use of radio study groups.

(i) "To plan is to choose". The first campaign launched in 1969 concerned with the presentation of the Second Five Year Plan. It involved 60 study groups.

(ii) "The choice is yours" was the second campaign carried out in 1970. It was concerned with the meaning and importance of the elections. It involved approximately 150 study groups.

(iii) "Time of Rejoicing" - the third campaign focussed on the Tenth Anniversary of Independence 1971. It was organized with the use of the feedback obtained from the previous campaigns. It involved 1,500 study groups and about 16,000 adults. Almost 75 % of these adults were farmers. The encouraging results prompted the launching of the fourth campaign.

(iv) "Man is Health" in 1973. About 2,500 study groups were organized. There was great response from the people directly or indirectly. The findings of the evaluation of the campaign revealed that more serious and practical steps have been taken by the participants to improve their health practices, and that the technical information acquired on the various diseases such as malaria, cholera, dysentry, diarrhoea will encourage the use of good health practices by participants.

3.3 Correspondence Courses

This is a programme run by the National Correspondence Institute established in November 1972 within the Institute of Adult Education. Courses offered so far include Political education, kiswahili, English, arithmetic, book-keeping. These are aimed at enabling any literate person to advance himself at his own pace in the field of his choice and interest. The evaluation carried out by the Institute revealed that:

(1) between November 1972 and May 1974, 7,046 courses have been taken out of which 1,229 have been completed and the remaining 5,817 courses are in operation.

(2) of the 7,046 students enrolled, 6,608 are men and 438 are women

(3) the majority of the students enrolled are between 20 - 34 years of age

(4) a breakdown by occupations reveals that of the 6,123 students taking correspondence courses as at May 1974 :

	%
2,011 teachers	(32.4)
987 farmers	(16.1)
440 other professional jobs	(6.6)
418 clerical	(6.5)
336 administrators	(5.8)
203 police	(3.3)
181 medical officers	(3.0)
138 technical	(2.5)
112 messengers	(1.8)
107 army-men	(1.8)
60 accountants	(1.0)
54 businessmen	(0.9)
53 storekeepers	(0.9)
40 national service	(0.7)

The correspondence students are fairly evenly distributed throughout Tanzania in proportion to the regional population distribution with the natural exceptions like the city of Dar es Salaam. The majority of the students have an educational background of standard 7 or 8 (primary level) or a Teacher's Certificate of grade C. Of the three courses offered so far, namely Political Education, Book-keeping, and English, Political Education has been the most popular.

These crude results given indicate briefly the type of information which is obtained through evaluation and which enables educators and planners to make decisions or formulate policies for further action.

3.4 After the declaration of Education for Self-Reliance there have been very serious efforts to change the content, the teaching methods and organisation of the curriculum.

The Institute of Education has a major responsibility in curriculum development, inservice training, research and evaluation. In its activities it is assisted by subject panels whose members are representatives of experienced primary and secondary school teachers, college tutors, the Ministry, the Institute of Education, the University and others drawn from other Ministries, bodies, organisations, etc. and selected on the basis of their ability to make useful contributions. The subject panels are playing a major role in drawing up syllabuses, writing books, materials for schools and colleges, assisting in the orientation of teachers to the new content and methods so that they may adopt practical, active and exploratory methods so that they may adopt practical, active and exploratory methods of teaching involving work outside the classroom, and thus rejecting involving work outside the classroom, and thus rejecting rote learning and abandoning exclusive reliance on book-knowledge.

As a result of this, the last seven years have witnessed major changes in subject content, materials, methods of teaching and assessment. Recently a Department of Curriculum Evaluation and Research has been established within the Institute of Education. This department so far is staffed by only two senior members who devote their whole time on research and evaluation.

Several of the projects or programmes have now been going on for a number of years without any formal evaluation. Through tests, school visits by inspectors and other officials, through feedback from schools by means of reports, and occasionally through questionnaires and interviews, through public and individual opinions, review of materials, etc. ; a certain amount of evaluation has been carried out. Limited and informal it might be, it has been invaluable in decision-making and in the planning for further action. The major bottleneck is lack of local competence in educational evaluation.

3.5 The Tanzania/UNICEF/UNESCO Project

This project which is receiving aid from UNICEF and UNESCO is making a significant contribution to the primary school reform. The major components of the project include the re-orientation of about 11,000 primary school teachers, the writing of syllabuses, books and other instructional materials and the provision of some facilities, equipment and other software.

Great importance was given to the evaluation aspect of the project and right from the start of the project this element was built into it so as to test:

- the effectiveness of the syllabuses for primary schools,
- the effectiveness of the instructional materials and processes,
- the adequacy of the inservice or reorientation programme.

An expert was recruited but left the country at the expiry of his contract leaving behind no other person to provide the continuity. With the appointment of a Tanzanian in 1972, continuous evaluation is now being undertaken. Great reliance for support and cooperation is placed on the primary school inspectors and the Colleges of National Education for data collection, compilation and preliminary analysis of relevant data. Some 30 primary school inspectors and 10 teachers' Colleges have been selected to assist in this evaluation. To enable them to do so, seminars and workshops are organized from time to time. During these seminars the participants have the opportunity of learning the techniques of assessment ans some of them can now produce tests and questionnaires of a high quality. Through this continuous evaluation, strengths and weaknesses, achievements and shortcomings have been exposed making it possible for changes in and adjustments to the project to be made. A proper, summative evaluation is planned to be undertaken at the end of the project.

Major problems include - lack of competent local staff to carry out the complex aspects of evaluation (so far there is only one Tanzanian with no formal training - he has acquired his competence largely on the job).

- Lack of local competence to undertake the simple aspects of evaluation (there are more than 5,000 primary schools in the vast country of 365,000 sq. miles, with very poor communication and poor transport in many parts of the country. The 30 inspectors are inadequate for the exercise).

- Lack of base-line and late start.

3.6 Secondary School Curriculum

In some subjects such as Mathematics and Science as many as three experimental programmes or projects have been carried out concurrently. For example - 3 pilot projects in Modern Mathematics (namely Southampton Mathe Mathematics Project, School Mathematics for the East Africa and Entebe Programme) were being experimented concurrently in the secondary schools.

In physics, chemistry and biology, there were a number of projects introduced such as Secondary School Project in Biology (S.S.P. Biology), S.S.P. Physics, S.S.P. Chemistry, T. Syllabuses for Chemistry and Physics, N (Nuffield) syllabuses for Chemistry and Physics.

This proliferation of pilot projects not only made proper evaluation difficult considering the manpower and financial constraints, but some of the projects had to be modified or even abandoned with very limited or incomplete evaluation or without evaluation at all. This situation was aggravated through lack of continuity or permanency of teachers, curriculum developers, inspectors and even administrators due to short contract-periods in the case of expatriates and to frequent transfers to other schools or other jobs and due to promotions. Most of the people who were involved during the conception of the project are hardly found in the classroom, etc. There is also the danger that teachers, administrators, inspectors, curriculum specialists who come into the picture at later stages of experimentation and are not well oriented towards the experiment may develop a negative attitude towards the programme.

To take S.S.P. Biology as an example, the preparation of materials was a joint venture between the East African Countries of Kenya, Tanzania and Uganda. (S.S.P. Biology is a new approach to Biology teaching in which pupils learning Science are encouraged to think and understand rather than learn facts by rote memory). Fortunately this project was prepared with the evaluation component built into the project. No proper formative evaluation has been carried out. On the basis of what could be termed as informal evaluation, a decision to effect drastic changes into the content has been reached. Three cohorts of students have already been examined in their 'O' level examinations in this experimental syllabus. The University of Dar es Salaam now is planning to conduct an evaluation of the S.S.P. (Biology). The best that can be done now is to undertake a summative evaluation so as to determine its superiority or otherwise over the traditional Biology.

More or less the same story could be told of a number of other trials syllabuses which have been under experimentation for some time now.

There are a number of pilot projects now under experimentation and several others are being contemplated. The issue of well organized and coordinated proper evaluation assumes greater urgency especially when it is considered that a period of seven years has elapsed since the policy of 'Education for Self-Reliance' was adopted.

3.7 The Community Education Centre

Since most of the population in Tanzania lives in the rural areas and since now the movement of people to live in development villages has gained greater momentum, an innovation which aims at transforming the primary school in the village into a community education centre is being undertaken. The primary school becomes a focal point for the total educational needs of the community instead of serving as a somewhat detached institution for the education of children. Today, functional literacy and other adult education programmes are becoming a feature of the life and work of a primary school in the village. To most adults, functional literacy educational programmes provide the first practical experience of education as such. By the very nature of the functional literacy programmes and hence by the methods utilized, -methods which abandon authoritarian, rote methods and emphasize the relevance of the studies to their daily lives and environment, adult education fosters the blend between theory and practical application, integrates education with production etc. Adult Education will influence the views of adults on the nature, purpose and methods of education. This change in attitude in the adults will facilitate the integration of the school with the village or community, will also stimulate new ways of further linking education with production. The village-centred education will also strengthen the belief that the main purpose of the primary school is to prepare children for life in the village, will also foster the idea of life-long education. With the understanding and support of the adults, the implementation of education for self-reliance stands an even better chance of achieving greater success sooner.

The experience of the pilot project of Kwamsisi school in an Ujamaa village has been most encouraging. This is a component of the Tanzania/UNICEF/UNESCO project and therefore formative evaluation of this pilot project is being undertaken in accordance with the plan of operations of the project.

It is proposed to establish a number of Community Education Centres spread over the country. On account of the importance of this innovation to rural transformation and development, evaluation of this project is deemed essential.

4. THE PLACE AND STRATEGY

Concepts such as 'review', 'follow-up', 'feedback','assessment' and 'evaluation' are not 'foreign' to the planning process in Tanzania. They are reflected in the planning process in the national plan, sectoral plans and regional plans. Annual plans and economic reviews which are produced annually are some examples. The recent decentralization of the Government Ministries to enable regions and districts to operate as a team and in this way involve the masses at grass roots in the planning process in matters which affect their lives and development and the subsequent re-organization of the ministries reflect the Government's commitment to facilitate the implementation of development projects. Projects are subjected to continuous assessment and review in order to determine the level of success or failure and to identify problems, bottlenecks early so that alternatives may be considered.

Educational Evaluation is accordingly accorded great importance in the educational projects. This is partly reflected in the structural and administrative re-organization of the Ministry and partly in the distribution of functions and responsibilities. The Institute of Education and the Institute of Adult Education, have each established a department responsible for research and evaluation. But so far both departments are very poorly staffed. For example, the Department of Research and Evaluation in the Institute of Education is staffed by only two Tanzanians.

To enable them to operate efficiently and effectively, more inputs in the form of competent personnel, facilities and finance are needed. The work which has been undertaken by these institutes so far under these great constraints is most commendable and desserves support.

It was pointed out that the UNDP/UNESCO work-oriented adult literacy pilot project had the evaluation element built into it. Proper evaluation was handicapped by a number of factors the most crucial of which was the lack of manpower. In the evaluation of the nationwide functional literacy campaign, more resources both financial and manpower although very much limited are required. The evaluation which is now underway is urgent in view of the decision of the Party in 1971 to eliminate all illiteracy in Tanzania by 1975.

In the structure of the re-organized Ministry of National Education, a section of Evaluation and Inspection has been established in each of the four major Divisions which are Primary, Adult Education, Secondary/Technical and Teacher Education. These sections are staffed by experienced and capable teachers. Apart from their role as the bridge between the Ministry and the schools, between the Ministry and the Regions/Districts, in collecting the vital feedback and channelling new proposals, ideas and policies, they have an important task of diagnosing the problems, analysing the date and information and recommending proposals for further action by policy and decision-makers, administrators and implementors.

None of these officers manning the sections of evaluation/inspection had any formal training in modern evaluation techniques and evaluation. The knowledge they possess has basically been acquired informally through their work, contacts and experience. The raising of their level of competence in evaluation is regarded as a major priority for it is believed that their role is a difficult one and yet it is very strategic and central to success in the emplementation of educational projects.

Every new project being designed is recommended to have some evaluation plan built into it. Hence the staff in the planning units and in fact all these involved in policy making requires some intimacy with the evaluation procedures and techniques to enable them to make proper decisions and provide effective leardership.

Tanzania also believe that all curriculum developers must possess certain knowledge and skills in evaluation to enable them to develop effective syllabuses, to achieve maximum cooperation with the evaluators - an aspect very much desired.

At the regional and district levels, the regional or district team includes education officers responsible for the overall coordination in regions and districts, for logistics and supplies and for inspection/evaluation of formal and non-formal educational projects and programmes. The role of these officers in particular inspectors/evaluators in educational programmes is very crucial. On account of their intimate knowledge of the needs, and problems and because of the acquaintance with the environment at the grass-roots together with their valuable experience, these inspectors constitute very effective 'agents' of change. Tanzania believes that the quality of this cadre is a determinant of the level and pace of achievement in the implementation of the policy of education. Since rural development cannot be achieved through education alone of by education working in isolation of

other agencies, the integrated approach to rural development which has now been facilitated through the decentralization, provides the opportunity for education to harness the other resources : human, financial and material, which may be available locally. This also promotes interdisciplinary and interdepartmental approach to educational planning and hence to educational evaluation. The interdisciplinary approach to educational evaluation has very many advantages including the exchange and utilization of information already available and the avoidance of duplication of research in the same or similar areas.

The other task which the regional/district personnel have is that of acting as a bridge between the school or adult education centre in the districts and the Ministry headquarters.

The evaluation competence of the inspectors is generally very low and it is the intention of the Ministry to raise their competence so that they may face the challenges of their important task as 'agents' of change effectively and with confidence.

The final burden of putting into application the ideas in the curriculum falls on the school or the centre itself. This involves the headmaster or the principal, the teachers and the students. Although fresh ideas about the contents, methods, techniques of administration, management etc. will generally flow from outside, the issues such as:

- how best the school programme can be organized to achieve most effective integration with the village or community;
- what the major needs and problems of the community are;
- which aspects of curriculum should receive greater emphasis;
- which productive activities can be promoted at the school;
- how best can positive attitude towards work, of cooperation, be inculcated in the pupils, etc.;
- call for the schools' creativity, confidence, courage. It is partly because of this important conviction that apart from raising the evaluation competence of the teachers as a whole, the head of the school/centre or institution needs more knowledge and skills in evaluation to enable him to exercise his role of leadership effectively, to assess the failures and successes and to propose changes which will bring about the desired objectives and targets at the school level.

5. PROBLEMS AND DIFFICULTIES

In the preceeding paragraphs, a number of problems and difficulties which we have experienced in undertaking evaluation have been mentioned. The aim of this section is to outline some of the major problems, naturally in so doing repetition cannot be avoided for the sake of emphasis.

The most serious problem is that of lack of local competent personnel to undertake evaluation. Education is part of the society and so the curriculum must be developed within the country to correspond and reflect the needs of the society; it cannot be transplanted from another country. Similarly it is the evaluators and experimenters in each country who must develop instruments relevant to the needs of their own projects, or programmes in their own cultural and social context. External evaluation, although it can act as a check against the possibility of bias, may nevertheless seriously be hampered by lack of intimacy of the political, cultural and social interactions prevailing in the society. Hence the burden of evaluation of the educational system and programmes primarily lies on the country itself. In Tanzania, the Department of Research and Evaluation in the Institute of Education is staffed by only two people, one of whom has only attended a three months' course at an International Centre and the other has not. The department of Research, Planning and Evaluation of the Institute of Adult Education is also very thinly staffed by local personnel. Most of them have acquired the skills and knowledge through the "expert-counterpart" programme. The challenges of the implementation of Education for self-reliance demands that the competence of all people directly involved in the evaluation must be raised. It is also desirable that those indirectly involved in the evaluation of education should be familiar with evaluation so as to cooperate fully and to the maximum.

Evaluation data sometimes is lacking or is difficult to obtain for a number of reasons such as lack of time, problems of transportation, lack of competent people to collect the appropriate data.

The qualitative aspects of education are very difficult to be subjected to an evaluation which is nationwide consistent, valid and reliable. Evaluation sometimes may deal with delicate and sensitive issues. Its findings may reveal very hard facts for politicians, decision-makers to swallow. Teachers may interpret evaluation as a means of finding out their faults or weaknesses instead of viewing at evaluation as a means of increasing the effectiveness of teaching and the efficiency of the programme.

Hence the term "evaluation" should be used very cautiously and often it may be safer not to use it all.

The cost of evaluation is an important issue. Certain evaluation activities or projects had to be shelved or altered on account of lack of finance. In Tanzania, there are very many urgent claims on the limited resources available. Yet it is a fact that over 20 % of the National Budget is spent on education at present.

"Every penny spent on education is money taken away from some other needed activity - whether it is an investment in the future, better medical service, or just more food, clothing and comfort for our citizens at present. And the truth is that there is no possibility of Tanzania being able to increase the proportion of the national income which is spent on education; it ought to be decreased".

Education for Self-Reliance
by Mwalimu Julius K. Nyerere

Faced with such problems and constraints like time (Tanzania is in a hurry), and manpower and resources shortages, the use of pragmatic, unorthodox, unconventional or "semi-scientific", informal approach to evaluation is sometimes unavoidable. Very often developing countries are placed in a dilemma - a balance between the theoretically desirable and the hard facts of restricted resources as to personnel, economy, transportation, data treatment procedures, etc. Sometimes political, social pressures cannot sustain a vigorous evaluation. Informal evaluation may just be the nearest approach.

Tanzania is one of the very few countries where serious efforts have been made in mobilizing and enrolling so many people in literacy programmes in so short a time; in raising the general literacy; in motivating them towards learning and in building up an effective and functional administration framework from grass-roots to the national level. Not much is known about the circumstances and conditions before the campaign. Questions such as what progress in economic activities had been made before the campaign are difficult now to answer for lack of data. Paper - and - pencil tests and questionnaires, prove inadequate since attitudes to literacy, increased political awareness, socio-economic development, cultural progress, etc. are <u>very important</u> components of the campaign and should be measured as independently as possible of the actual literacy achieved. Therefore, other approaches such as broad observations interviews, discussions by unbiased teams of people

very conversant with local conditions and circumstances may have to be applied. Furthermore, although in the Mwanza Pilot Project the scale of evaluation could be contained within the project, the cost, manpower, time, organisational and administrative challenges exert greater demands in the evaluation of the nation-wide literacy campaign.

In some of the rich countries, the proper procedure which is followed whenever innovation has been proposed in the curriculum is to begin with the preparation of meterials followed by a trial period. After the trial period, summative evaluation is carried, then the decision to accept or reject the project is made. This approach is too expensive and less effective to the demands of a poor developing country like Tanzania which is in great haste in its development. What is attempted to be done is to work out and plan the innovation carefully, and if accepted,, it is implemented, usually starting a few schools or using a limited size of population. During the implementation period, formative evaluation makes it possible for changes in content, methods, materials, administration to be effected and incorporated into the innovation as the programme or project expands. The quality of formative evaluation is therefore an important issue. Its findings at the early stages can make it possible for a decision to be made whether to reject the innovation or to continue with it. Cooperation of curriculum developers, evaluators, administrators, teachers, students, the parents, etc. in the evaluation process is very important and very much needed.

6. WHAT IS THE ROLE OF THE DONOR AGENCIES?

The donor agencies have definitely an important, and wide role to play. In this section, it is only possible to point out a few of the areas where donor agencies can be of great assistance.

(1) <u>The Building up of local competencies for evaluation</u>:

The most serious bottleneck in Tanzania and this may be true of most developing countries is the inadequacy both quantitatively and qualitatively of local personnel, capable of carrying out evaluation in education. The actual experience in and knowledge of evaluation particularly in its modern complexity and approach is lacking.

The most effective and desirable way of creating the local competencies is through training programmes within the recipient country. It is possible to gear the programme towards the needs of the participants, and towards the priorities of the country; it is easier to relate the theoretical part to actuel problems and projects existing within the country, to tailor and

adjust the training to the changing demands and circumstances. Incountry training is less costly than training outside the country. Incountry training can reach many people at various levels and can be established as a permanent feature making it also possible for workshops, seminars, etc. to be convened to discuss findings from evaluation, and any follow-up.

Initially the staff needed for the training programme may have to be expatriates as there may be no local competent persons to spare. But as soon as possible the training should be in the hands of the local people. Assistance from donor agencies in establishing, staffing and meeting the operational costs at least partially or wholly for the initial period will have tremendous impact and rewarding experience. Tanzania is busy looking for such assistance in establishing a training programme within the country.

(2) Training Overseas or in the Third Country

In order to build up a core of highly trained local people with higher qualifications such as Master's degrees or Ph.D's, it is usually uneconomic to establish such training programmes within the country on account of the small numbers involved. This is better done overseas or in a third country where such training facilities exist already. Training outside the home-country provides the opportunity to the participants also to be exposed to useful and relevant experiences in other countries and to a variety of techniques and literature. Donor agencies can provide scholarships, or fellowshipe for training overseas or in other third countries where the stage of development, or problems may be similar to those of the recipient country. For example, if such training is offered in an African country or African University, it may prove more beneficial for a Tanzanian to undertake this training in Africa or in combination of countries within and without Africa, interspersed with field work in the home country. These scholarships/fellowships should be offered generously and should be offered generously and should cover all expenses.

(3) Experts have a two-fold role to play - one of filling up vacant posts left by local persons who have gone to undertake further training, and the other is that of meeting crucial needs of manpower not available in the country. In both cases, the expert is expected to train loval people either on the job itself or in the regular full-time training programmes or in acombination of both. This is a very valuable form of assistance and Tanzania has benefited very much from this kind of assistance. To achieve satisfaction to all parties, however, it is important that the right choice

of experts is made. Since the qualitative aspects of education in particular, interact with the local political, social and cultural conditions, the experts need to understand and be familiar with the local political, social, cultural conditions as well. He should at least have sympathy towards its policies etc. if he does not believe in them. He must be willing to transfer "unselfishly" any useful knowledge, experience, skills, etc. to his local counterparts or other local people; he must have with him the pride to ensure that his efforts have contributed to the development of the country and that his work will be left in the hands of competent, confident and proud local people after his departure. He must also feel part and parcel of the project and identify himself with the problems. These qualities are rare to find in experts but it has been shown in Tanzania that it is possible to identify and locate such people.

(4) Visits to other countries : If well-planned and organized, these are extremely useful. They may be aimed at acquainting and individual with the experience of evaluating a certain project, or certain projects, or at providing an opportunity to study possible approaches to evaluating certain relevant educational programmes. Rqually beneficial are the brief visits of experts in particular areas of evaluation to recepient countries to meet a specific need. Technical assistance in these areas is very valuable.

(5) Seminars, Workshops, Conferences: International zonal, regional seminars/conferences/workshops are useful to countries if they deal with issues which are relevant to the needs of the partifipants and of the country. A course in educational evaluation which was held early this year at the International Centre for Educational Evaluation at the University of Ibadan was very much tailored to the needs of African States. Participants felt that they had benefited very much from the course.

Most effective, however, at least for Tanzania, are the national and sub-national courses/workshops/courses and conferences. As it was mentioned earlier, the stage of development which Tanzania has reached, and the demands placed on many people at various levels in the evaluation of the educational system requires that provision of such seminars/workshops in evaluation be made. The first seminar on Educational Evaluation for curriculum specialists from the Institute of Education, Inspectors/Evaluators from the Ministry of National Education and selected staff from the Examination Council of

Tanzania was held from 14th to 16th August, 1974. Only 35 participants could benefit from this seminar and the duration of three days was too short for real benefits to be reaped from it. Limitation of resources had to be borne in mind in the organization of this seminar. For the nation-wide evaluation of the functional literacy programme, a number of seminars/workshops for education officers in the districts and for other personnel concerned with adult education will need to be held. It is the intention of the Ministry that these workshops/seminars should become a regular phenomenon. What is needed is resources, facilities, equipment, including books, finance to operate them, etc. Donor Agencies could be of great assistance.

(6) Publications/Information Bureaux: A number of attempts at evaluating educational projects inside or outside the country may have been undertaken or are being undertaken. Often, with the country, this evaluation although limited has in most cases been carried out without coordination and has in many instances not been completed. In other countries, similar problems might have been subjected to evaluation. Their experiences could be of great use to a country with similar problems. This would be cheaper, would avoid duplication and waste of time. Donor countries could be of assistance in assisting developing countries to establish publications/information bureaux so as to facilitate coordination, transmission of findings, exchange of valuable experiences, etc. within a country or within a zone.

(7) A number of evaluation activities undertaken in developing countries either as part of the programme or programmes or independently have suffered from resource constraints such as finance to pay salaries, to purchase equipment, and to put up facilities. Assistance from donor agencies would be of great benefit to such a country.

7. CONCLUSION

This paper has attempted to sketch out Tanzania's commitment to and experiences in educational evaluation. The problems and other issues raised are not exhaustive nor are they unique to Tanzania; they are common the most developing countries all of which are committed to improving the life of the people. Education is the key to development. Educational evaluation must be integrated into the planning process of educational

programmes so as to make the system effective, to make it respond to the needs, aspirations of the society. Faced with the realities of constraints, the developing countries are in need of assistance in evolving an effective evaluation of the educational programmes and of the educational system. Donor agencies have a very important and crucial role to play in giving this assistance.